

Symposium On  
Challenges and Opportunities  
For Global Transportation  
In The 21st Century

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*Proceedings*

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U.S. Department of Transportation  
**Research and Special Programs Administration**

Volpe National Transportation Systems Center  
Transportation Strategic Planning and Analysis Office

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**Symposium On  
Challenges and Opportunities  
For Global Transportation  
In The 21st Century**

**Cambridge, Massachusetts  
October 26-27, 1995**

**Proceedings**



**U.S. Department of Transportation  
Research and Special Programs Administration**

**Volpe National Transportation Systems Center  
Transportation Strategic Planning and Analysis Office**

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# Executive Summary

## Transportation Leaders and Decisionmakers Convene

Over 200 transportation leaders and decision-makers from around the nation convened in Cambridge, Massachusetts to attend a symposium sponsored by the U.S. DOT Research and Special Program Administration's Volpe National Transportation System Center. The October 26-27, 1995, symposium, entitled *Challenges and Opportunities for Global Transportation in the Twenty-first Century*, was an effort to support effective public and private sector policy decisions by focusing on the core issues that underlie several of the most challenging transportation topics now on the national agenda.

## Overview of Major Issues

Many broad forces—some new, some long-standing—have created a world characterized by rising population, ongoing urbanization and the creation of “megacities” and sprawling suburbs. These trends are accompanied by rapidly growing levels of disposable income in many developing nations, ever-closer global economic links and interdependence, and emerging sensitivity to the effects of human activity on the local and global environment. One major result is that demand for both passenger and freight transportation at all distances—city center to international—will call for sustained expansion of overall system capacity at an unprecedented rate—a rate substantially greater than that characterizing the growth of population or economies. This expansion must be accomplished in a manner compatible with environmental concerns ranging from health implications of local air pollution to long-term adverse changes in the global climate. In addition, near-universal fiscal constraints on the public sector limit the

options available to increase transportation system capacity at the rate necessary to support economic and quality of life goals, and to assure the level of mobility, access, safety and security the public demands.

## Deputy Secretary, RSPA Administrator, Volpe Center Director, Kick-Off Symposium on Global Transportation Issues

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*“We’re not going to meet tomorrow’s challenges with yesterday’s strategies, or the day before yesterday’s analytical techniques. If we’re going to develop new ways of thinking and doing we can’t do it without investing in new analytical tools and new technologies.”*

**The Honorable Mortimer L. Downey**  
*Deputy Secretary of the US Department of Transportation*

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Deputy Secretary of the US Department of Transportation Mortimer L. Downey delivered the keynote opening address at the symposium. The Deputy Secretary painted a broad picture of some of the transportation challenges of the coming century: “We have a global economy where reasonable growth could help bring about political and economic stability for generations to come, but it’s a world economy whose growth, also, could be choked off by inadequate transportation.”

In opening the conference, RSPA Administrator, Dr. D.K. Sharma stated that, “The Federal Government has a major role to play

in providing leadership in research and technology by working in partnership with industry, state and local governments and academia." Dr. Sharma stated that leadership "will be needed on environmental issues as expanding populations and transportation demands place increasing stress on the world ecosystem. It will be needed to deal with safety and security issues. It will be needed in logistics and logistical systems as greater efficiency is required to meet increasing demands with limited resources. And it will be needed in business process design, investment, and financing as we need to find increasingly creative ways to pay for transportation improvements."

Dr. Richard R. John, Volpe Center Director, set the global tone for the event, "In planning this symposium and looking forward to the year 2020 . . . virtually every topic we considered involved global trends, concerns, and solutions." Dr. John continued, "In the next 25 years, the current world population of 5.7 billion people will increase to 8 billion. More than one-half of these people will be living in cities—many in megacities in the developing world...with populations exceeding 25 million. Along with increasing urbanization, the world is becoming motorized...The powerful combination of urbanization and motorization can have dramatic consequences in terms of air quality, transportation safety, and congestion."

### **Dr. Lester Thurow Delivers Rousing Address to Participants**

Dr. Lester C. Thurow, MIT professor and best-selling author, painted a compelling picture of the major forces that are acting now and in the next few decades to affect both the world economy and the global transportation system. Thurow pointed out that the world's growth rate is slowing. Europe, with an economy one-half larger than that of the U.S., has created no net new jobs since 1970, compared to 38 million new American jobs in the same period. The Japanese economy, which until recently has led the world in sustained growth, has essentially been stag-

nant for the past five years. The Mexican economy recently went through a profound economic shock from which they are still in the process of recovering. Meanwhile, in the United States, gross domestic product has risen by about one-third in the past twenty years. Nearly all of this gain went to the top 25% of the population in income terms, and most of that was concentrated in the top 1%. As this was occurring, the bottom 60% of American workers lost 20% of their wage values in the same twenty year period.

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*"We have a global economy for the first time in human history where anything can be made anywhere and sold everywhere else on the face of the globe."*

**Dr. Lester C. Thurow**  
Jerome and Dorothy Lemelson  
Professor of Management and Economics,  
Sloan School of Management,  
Massachusetts Institute of Technology

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Thurow discussed how major forces are causing sudden and rapid shifts in economic and political factors which are sufficiently significant to suggest that a revolutionary change in world conditions is now occurring. Five major factors discussed by Thurow include: (1) the collapse of Communism; (2) the shift of the basis of industry from natural resources to brainpower; (3) demographic trends; (4) the creation of a truly global economy; and (5) the absence of a dominating political, economic and military 'superpower' that can impose its will on the world.

## **Assistant to the President for Science and Technology Stresses Partnerships, Risk-Taking, and Innovation**

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*"In this Administration's view, one of the most important roles of the Federal Government is to ensure that private investors have an incentive to take risks and invest in good ideas. This Administration has worked hard to create a pro-business environment."*

**The Honorable John H. Gibbons**  
*Assistant to the President for Science and Technology*

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Dr. John H. Gibbons, Assistant to the President for Science and Technology emphasized transportation's significance to the nation and indeed the world, "The Clinton Administration came into office clearly understanding the enormous direct and indirect importance to the US economy, and the challenges it faces. Transportation issues have played a central role in the Administration's economic and technology policy....In this Administration's view, one of the most important roles of the Federal Government is to ensure that private investors have an incentive to take risks and invest in good new ideas. This Administration has worked hard to create a pro-investment business environment. For the first time since President Truman sat in the White House, we have cut the deficit for the third year in a row, freeing up capital for private investment. We've strengthened university-based research, created new and responsive technology programs to speed the path from laboratory bench to marketplace, opened up world trade, and reinvented existing Federal science and technology programs to make them work better and cost less," said Dr. Gibbons.

## **National Experts Steer Symposium Sessions**

Day one of the symposium included three plenary sessions: Transportation in the Twenty-first Century: A Global Perspective; Contributions of the Emerging Global Transportation System to Environmental Pollution and Petroleum Consumption; and Ensuring a Safe and Secure Transportation System.

Day two of the event included six breakout sessions: Role of Information Technology in the Transportation Enterprise; Investment in the Global Transportation System in An Era of Limited Public Spending; Urban Transportation Trends in the Developed and Developing World: Where are we heading? What are other countries planning?; Outlook for Advanced Vehicle Technology and Reformulated/Alternative Fuels; Opportunities for Reducing Transportation Accidents and Fatalities; and Enhancing Transportation Security. This document provides a detailed summary of these sessions.

## **Future Volpe Center Events to Follow-up On Symposium**

As follow-up to the symposium, the Volpe Center will be conducting a series of seminars on critical issues in transportation for the twenty-first century. The purpose of these meetings will be to examine key issues reflective of strategic change in the Department's operating environment. The Volpe Center will assemble key participants in selected areas to identify issues and trends, discuss emerging technological, financial, and institutional opportunities, and assess future directions. Six seminars will be held over the next year at the Volpe Center. Each seminar will provide in-depth focus on selected topics and educate policymakers on strategic change in the transportation enterprise and its operating environment.

# Symposium on Challenges and Opportunities for Global Transportation in the 21<sup>st</sup> Century

## Symposium Background

On October 26-27, 1995, transportation leaders and decisionmakers from around the nation convened in Cambridge, Massachusetts, to attend a symposium sponsored by the U.S. DOT Research and Special Programs Administration's Volpe National Transportation Systems Center. The symposium, entitled *Challenges and Opportunities in Global Transportation in the Twenty-first Century*, had three main objectives: to increase awareness and understanding of the enormous challenges facing the world transportation community; to explore potential technological and institutional responses available to meet changing needs; and to identify opportunities for development of new markets for U.S. transportation-related products and services.

The symposium was an effort to support effective public and private sector policy decisions by focusing on the core issues that underlie several of the most challenging transportation topics now on the national agenda. These issues included transportation in the newly developed and developing world, aviation safety and security, implications of rising motor vehicle use, and aging vehicle operators. Through discussion and interaction between participants and presenters, the symposium helped to develop a better understanding of the transportation challenges of the next century, and to promote collaborative solutions to these challenges. It allowed for participants to consider the progress that has been made in transportation over the past 25 years and to consider how the current political and physical limits will impact where we *can* as well as where we *want* to go. The symposium was one of several events held to commemorate the Volpe Center's twenty-fifth anniversary, and to reflect upon the Volpe



(l. to r.) Mr. Noah Rifkin, U.S. DOT Director of Technology Deployment, The Honorable Mortimer Downey, U.S. DOT Deputy Secretary, Dr. Richard R. John, Volpe Center Director, and Dr. D.K. Sharma, RSPA Administrator.

Center's history and its contributions to the nation.

## Future Volpe Center Events to Follow-up On Symposium

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the next year at the Volpe Center. Each seminar will provide in-depth focus on selected topics and educate policymakers on strategic change in the transportation enterprise and its operating environment.

The following seminars will be conducted at the Volpe Center; seminar dates appear in parentheses:

- **Emerging Issues in Transportation Information Infrastructure Security (May 21, 1996):** Recent events in the U.S. and around the world demonstrate that transportation facilities continue to be a major target of terrorists and local violence. What is the nature of the threat to the U.S. public and to U.S. transportation assets? What are the available countermeasures? What role can the Department play in technology deployment and in partnerships with industry to ensure public security and optimal passenger and freight mobility?
- **Current and Future Federal Applications of Tagging and Tracking Technology (June 18, 1996):** The U.S. Government is the world's largest shipper. In managing its shipping activities, the public sector has sought to develop more effective solutions for the logistics of freight movement based largely on innovative applications of information technologies. How well have the technologies been implemented? Can Federal agencies learn from one another in tagging and tracking technology applications? What common institutional barriers need to be addressed?
- **Mesoscale Weather Forecasting: Technological and Institutional Challenges (July 16, 1996):** The transportation community needs weather information on a mesoscale level to improve the efficiency of its operations. The weather service is currently capable of providing this information, but the channels of dissemination are unable to handle the transmission of it. What types of technological and institutional improvements are needed to provide

the mesoscale weather information to transportation operators?

- **Spectrum Availability and Digital Communication Links (August 20, 1996):** Space-based satellite navigation systems increasingly are being applied to the transportation industry. Increased reliance on these technologies places a greater need for transportation systems to have access to digital communications. How can the transportation industry better position itself to be represented for the allocation and use of the communications spectrum?
- **Travel and Tourism as the World's Largest Industry: Transportation Challenges and Opportunities (September 18, 1996):** Travel and tourism is one of the fastest growing industries in the world. It is a major source of employment and the nation's leading source of foreign currency. What are the special needs of this growing market? How does its exponential and ubiquitous growth affect the transportation system?
- **Transportation Health Effects: A Current Assessment (October 16, 1996):** Transportation operations and facilities produce many externalities that may affect public health, e.g., air pollution, EMF. How should public health considerations relating to the investment and operation of transportation facilities be integrated into transportation decisionmaking?

Anyone interested in obtaining information about these workshops should contact Ms. Cynthia Maloney, Volpe Center Transportation Strategic Planning and Analysis Office (phone: 617-494-2283 or fax: 617-494-3688).

## Day One Keynote Speakers

### Deputy Secretary Highlights Transportation Challenges of the 21<sup>st</sup> Century

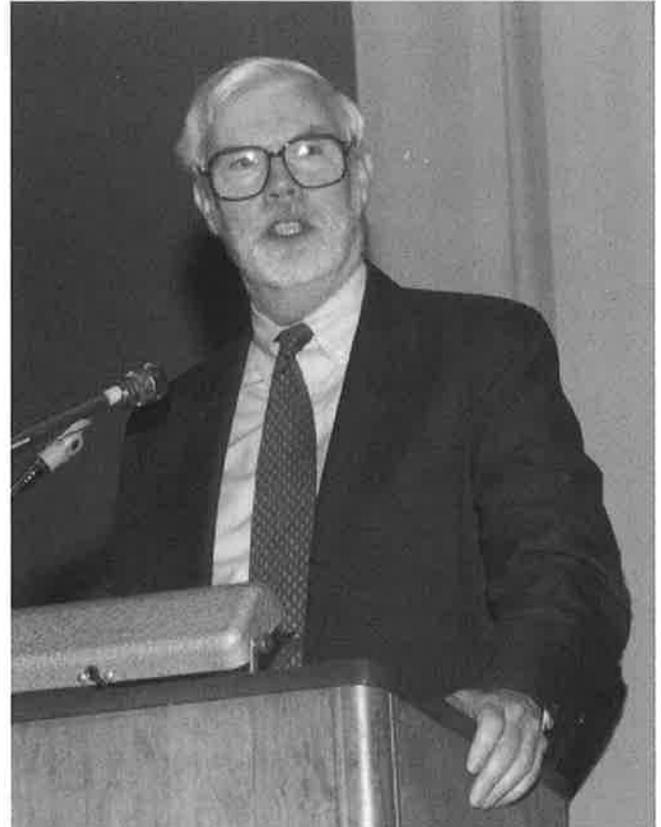
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*"We have a global economy where reasonable growth would help bring about political and economic stability for generations to come...but it's a world economy whose growth, also, could be choked off by inadequate transportation."*

**The Honorable Mortimer L. Downey**  
*Deputy Secretary of the  
U.S. Department of Transportation*

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Deputy Secretary of the U.S. Department of Transportation Mortimer L. Downey delivered the keynote opening address at the symposium. Citing the importance of symposium participants listening to key individuals from a broad range of disciplines, Deputy Secretary Downey stated, "Transportation already generates one-sixth of our Gross Domestic Product and employs millions of Americans. Transportation's role in the economy will only increase with time: 400,000 of the 7 million jobs created since President Clinton took office are in transportation...We face unprecedented challenges in the 21st century as we work to fulfill the mobility needs of our growing economy. However, we can't meet tomorrow's challenges with yesterday's tools, and so we need to invest in new technologies to make our transportation systems safer, more efficient, and more environmentally sound. President Clinton has called for the development of these new technologies and strongly supports



*U.S. DOT Deputy Secretary Mortimer Downey*

many of the dynamic new approaches to transportation that this conference will explore."

Deputy Secretary Downey painted a broad picture of some of the transportation challenges of the coming century: "We have a global economy where reasonable growth would help bring about political and economic stability for generations to come, but it's a world economy whose growth, also, could be choked off by inadequate transportation."

He also called attention to increasing travel demand, the need for greater transportation efficiency, and increased security risks faced by our transportation system. "Our teenagers,

our women in the society, and our senior citizens now play more fulfilling roles than they did a generation ago, and each of these groups produces unique sets of transportation needs. [However,] the very openness of our system that has meant such unprecedented mobility is at risk as we seek solutions to safeguard travelers.”

“We’re not going to meet tomorrow’s challenges with yesterday’s strategies, or the day before yesterday’s analytical techniques. If we’re going to develop new ways of thinking and doing we can’t do it without investing in new analytical tools and new technologies,” the Deputy Secretary stated.

### **RSPA Administrator Focuses on Federal Leadership in R&T**

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*“The progress we make toward the resolution of these global issues will reflect the economic and technological environment, as well as point to the priorities and values that we have in our society...”*

**Dr. D.K. Sharma**  
Administrator

*U.S. DOT, Research and Special Programs Administration*

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In opening the conference, RSPA Administrator Dr. D.K. Sharma stated that, “Transportation research and technology is essential to ensure that America’s transportation network is as safe, efficient, and effective as possible. The Federal Government has a major role to play in providing leadership in research and technology by working in partnership with industry, state and local governments, and academia.” Dr. Sharma cited examples of the Volpe Center’s efforts in response to customer needs across a spectrum of transportation issues and stated that the Center “is an unrivaled resource for transportation technology and systems expertise.”

Dr. Sharma focused on the leadership necessary to address the problems of the next century. He stated that leadership “will be needed on environmental issues as expanding populations and transportation demands place increasing stress on the world ecosystem. It will be needed to deal with safety and security issues. It will be needed in logistics and logistical systems as greater efficiency is required to meet increasing demands with limited resources. And it will be needed in business process design, investment, and financing as we need to find increasingly creative ways to pay for transportation improvements.”

In closing the first day’s plenary sessions, Dr. Sharma stated that, “the progress we make toward the resolution of these global issues will reflect the economic and technological environment, as well as point to the priorities and values that we have in our society...How clean



*Dr. D.K. Sharma, RSPA Administrator*

should our transportation system be? How safe should our highways and cars be? How secure should we make our airports, subways, and other public transportation facilities? And most important, how much are we willing to

invest to obtain the levels of environmental protection, safety, and security that we, as a society, deem appropriate? These are all the questions that we must continually ask in light of changing technologies, the global economy, and shifting national priorities.”

Dr. Sharma highlighted the symposium as an opportunity to renew the dialogue among our transportation partners on these very important issues. “As populations expand and resources become even more scarce, the need for even more intense dialogue increases, and we will need to forge new partnerships to meet our common challenges,” Dr. Sharma concluded.

### **Global Tone Set in Welcome From Volpe Center Director**

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*“In planning this symposium and looking forward to the year 2020, it was immediately apparent that we would have to take a global perspective. Virtually every topic we considered involved global trends, concerns, and solutions...”*

**Dr. Richard R. John**  
*Volpe Center Director*

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Dr. Richard R. John, Volpe Center Director, welcomed participants and set the global tone for the two-day event. “In planning this symposium and looking forward to the year 2020, it was immediately apparent that we would have to take a global perspective. Virtually every topic we considered involved global trends, concerns, and solutions... Propelled in large part by parallel advances in transportation and communications, the world has become not just a global village, but more a global factory, office and marketplace.” Said Dr. John, “A company may find customers,



*Dr. Richard R. John, Volpe Center Director*

sources of raw materials and components, and competitors virtually anywhere. Transnational corporate thinking and acting has already become essential to economic survival in many businesses and industries.”

“As we become ever more closely linked to the rest of the world, we cannot ignore how it is changing,” Dr. John continued. “In the next 25 years, the current world population of 5.7 billion people will increase to 8 billion. More than one-half of these people will be living in cities—many in megacities in the developing world...with populations exceeding 25 million. Along with increasing urbanization, the world is becoming motorized...The powerful combination of urbanization and motorization can have dramatic consequences in terms of air quality, transportation safety, and congestion.”

Dr. John portrayed a changing world filled with new vistas and new challenges for the transportation community. In addition to the growing world population and the shift toward megacities and a more urbanized society, Dr. John highlighted increasing travel and tourism; the upswing in global trade; the intense



Over 200 transportation leaders and decisionmakers from around the nation convened at the RSPA/Volpe Center-hosted symposium.

projected growth in the world's motor vehicle fleet and the associated upswing in global transportation accidents and fatalities; the increased global demand for petroleum and its implications for balance of trade and global warming; and the resulting need for basic transportation infrastructure and transportation financing.

### **Professor and Best-Selling Author Addresses Participants**

Dr. Lester C. Thurow, MIT professor and best-selling author, painted a compelling picture of the major forces that are acting now and in the next few decades to affect both the world economy and the global transportation system. He compared the predicament transportation planners and decisionmakers confront to that of Christopher Columbus before his fateful voyage: How do you design and provision a ship for a trip into unknown territory?

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*"We have a global economy for the first time in human history where anything can be made anywhere and sold everywhere else on the face of the globe."*

**Dr. Lester C. Thurow**  
Jerome and Dorothy Lemelson  
Professor of Management and Economics,  
Sloan School of Management,  
Massachusetts Institute of Technology

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As background, Thurow pointed out that the world's economic growth rate is slowing: from an average of 5% annually during the decade of the 1960s, it has declined continually to 3.6% in the 1970s, only 2.8% over the 1980s, and a mere 2% for the first half of the 1990s. Europe, with an economy one-half larger than that of the U.S., has created no net new jobs since 1970, compared to 38 million new American jobs in the same period. The Japanese economy, which until recently has led the world in sustained growth, has essentially been stagnant for the past five years. The Nikkei stock market average has declined by more than one-half; about one-third of the nation's entire wealth has evaporated; and millions of Japanese families are now net debtors due to the drop in real estate values. The Mexican economy recently went through a profound economic shock from which it is still in the process of recovering.

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*"In twenty-five years, capitalism loses 60% of its momentum."*

**Dr. Lester C. Thurow**  
Massachusetts Institute of Technology

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Meanwhile, in the United States, the Gross Domestic Product has risen by about one-third in the past twenty years. Nearly all of this



*Dr. Lester C. Thurow, MIT professor and a best-selling author, was the keynote dinner speaker.*

gain went to the top 25% of the population in income terms, and most of that was concentrated in the top 1%. As this was occurring, the bottom 60% of American workers lost 20% of their wage values in the same twenty-year period.

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*“No country without a revolution or a military defeat and an occupation, has ever had that kind of a shift in the distribution of incomes within that short a period of time.”*

***Dr. Lester C. Thurow***  
*Massachusetts Institute of Technology*

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To understand these events, it is important to recognize the underlying forces that affect the world economy. Drawing analogies from the sciences, Thurow discussed how the impact of these events resembles plate tectonics, from physical sciences, and punctuated equilibrium, from evolutionary biology. These major forces are causing sudden and rapid shifts in economic and political factors which are suffi-

ciently significant to suggest that a revolutionary change in world conditions is now occurring. The five major factors that planners and decisionmakers must bear in mind are: (1) the collapse of Communism; (2) the shift of the basis of industry from natural resources to brainpower; (3) demographic trends; (4) the creation of a truly global economy; and (5) the absence of a dominating political, economic, and military ‘superpower’ that can impose its will on the world.

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*“Where they will be depends on who mobilizes the brainpower and the infrastructure to make it the most desirable places to do these industries; they can be done anywhere.”*

***Dr. Lester C. Thurow***  
*Massachusetts Institute of Technology*

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The end of communism means that nearly two billion of the world’s population will be shifting from the communist to the capitalist economic system, which will change both them and us. Resources such as oil, aluminum, wheat, and wool are suddenly available at higher quantities and lower prices. There is now a glut of well-educated but under-employed labor in these nations—Cuba, Russia, China, eastern Europe—that can be, and is being, hired at much lower wages than in the developed world. Meanwhile, the economy is shifting away from natural resources toward knowledge as the single most important basis for adding value. Moreover, there used to be five major bases for economic competitiveness: resources, technology, capital, knowledge and skills, and infrastructure. Now, due to the development of global markets for resources, technology and capital, only the latter two differentiate one location from another. And



*The symposium was attended by senior officials in industry, government agencies, academia, and other organizations with an interest in the future course of transportation.*

these industries have no natural or necessary home.

Demographic changes will distinctly affect future trends. By the year 2030, there may be close to 8 1/2 billion people on the globe, mostly in poor countries. There will be massive migrations—legal, illegal, and refugee—affecting tens of millions. Meanwhile, in developed countries such as the U.S., the elderly are becoming the single most significant demographic group. They are growing in both numbers and wealth, and they vote. The average older American receives 40% of their income from the government, and 40% of the elderly receive 80% of their income that way. The impact of this trend on national budgets and spending patterns is incalculable. Many vital public expenditures directly related to economic competitiveness—items such as education, research and development, and infrastructure—are being squeezed out by this massive transfer of wealth to the elderly.

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*“We are creating a class of human beings never before seen on the face of the earth, called the elderly, people over the age of 65 who don’t work, are very affluent, and they get most of their income from the government...the greatest shift in the distribution of purchasing power the world has ever seen. It has created businesses and destroyed businesses.”*

**Dr. Lester C. Thurow**  
*Massachusetts Institute of Technology*

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In fact, over the past twenty-five years, the average elderly American has seen a doubling of his/her income, while the average American 18 to 35 years old has had his/her income cut in half.

Modern transportation and communications have made the global economy possible, as businesses relocate continually within and between countries and pare unnecessary expenses. Unfortunately, however, there is no agreed-upon set of rules for this new situation that nations can use to arrange their economic and trade relations and to resolve disputes and disagreements easily. This would not be as much of a problem if it were not for the final trend: the absence of a world superpower that could impose these rules on their reluctant trading partners.

Thus, given these forces at work in the world, governments and individuals must reassess their policies and priorities. Room needs to be made to afford necessary investments in the real contributors to economic success: knowledge and skills, and infrastructure. The public sector has traditionally played a key role in building infrastructure, because it is willing to invest before a viable market has been revealed. It may make sense now to sell off the results of prior investments, such as the Interstate Highway System, and use the earnings to finance building the next infrastructure, which will be the key to economic competitiveness.

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*“The private sector is very good at building infrastructure behind the market; but it will never build in front of the market.”*

**Dr. Lester Thurow**  
*Massachusetts Institute of Technology*

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## Day Two Keynote Speaker

### Assistant to the President for Science and Technology Cites Future Transportation Demands

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*"The demands made on the nation's transportation system during the next twenty-five years will be enormous. We will demand even greater levels of mobility, faster and more reliable freight shipments. We will demand improved safety, greater reductions in urban pollutants and greenhouse gas emissions. We will be forced to transition from the cheap, convenient petroleum-based fuels that have served us so well for a generation. And we will need to do all of this while reducing the...costs of transportation."*

**The Honorable John H. Gibbons**  
*Assistant to the President for  
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Dr. John H. Gibbons, Assistant to the President for Science and Technology, emphasized transportation's significance to the nation and indeed the world, "The Clinton Administration came into office clearly understanding the enormous direct and indirect importance to the U.S. economy, and the challenges it faces. Transportation issues have played a central role in the Administration's economic and technology policy. We moved rapidly to build research partnerships with industry to ensure a



*Dr. John H. Gibbons, Assistant to the President for  
Science and Technology*

continuing flow of innovations, to provide Federal investment in infrastructure where it is needed, and to provide a regulatory environment that achieves public objectives with the lowest possible burden and inconvenience to citizens."

"In this Administration's view, one of the most important roles of the Federal Government is to ensure that private investors have an incentive to take risks and invest in good new ideas. This Administration has worked hard to create a pro-investment business environment. For the first time since President Truman sat in the White House, we have cut the deficit for the third year in a row, freeing up capital for private investment. We've strengthened university-based research, created new and responsive technology programs to speed the path from laboratory bench to marketplace,



(l. to r.) Dr. Richard R. John, Volpe Center Director, Dr. John H. Gibbons, Assistant to the President for Science and Technology, and Dr. D.K. Sharma, RSPA Administrator.

opened up world trade, and reinvented existing Federal science and technology programs to make them work better and cost less," said Dr. Gibbons.

Dr. Gibbons called attention to the enormous demands that will be placed on the nation's transportation system during the next twenty-five years. "We will demand even greater levels of mobility, faster and more reliable freight shipments," he said. "We will demand improved safety, greater reductions in urban pollutants and greenhouse gas emissions. We will be forced to transition from the cheap, convenient petroleum-based fuels that have served us so well for a generation. And we will need to do all of this while reducing both the public and the private costs of transportation."

Dr. Gibbons closed the conference by reading a message from President Clinton in honor of the occasion:

*"I am delighted to commend the men and women of Volpe National Transportation Systems Center as you celebrate your twenty-fifth anniversary. America's tradition of hard work has made our country strong, and you can be proud of your contribution to that legacy. Your dedication to the public is an inspiration to others. On behalf of all those who have benefited from your service, I thank you for a job well done. Best wishes for continued success."*

# Transportation in the 21<sup>st</sup> Century: A Global Perspective

## Plenary Panel

- Dr. Frank L. Hassler, Director of the Office of Transport and Information Resources, Volpe Center
- Mr. William B. Johnston, Executive Vice President, Director of Public Affairs/Americas, Burson-Marsteller
- Mr. Daniel M. Kasper, Chairman of the Transportation Industry Program, Coopers & Lybrand
- Dr. Anthony J. Pellegrini, Director, Transportation, Water, and Urban Development Department, World Bank

## Breakout Session #1: Role of Information Technology in the Transportation Enterprise

- Mr. Michael P. Huerta, Associate Deputy Secretary of Transportation and Director, Office of Intermodalism, U.S. DOT
- Mr. Jack L. Kay, CEO, JHK & Associates and Chairman of the Board, ITS America
- Mr. John S. Niles, President, Global Telematics
- Mr. Eugene K. Pentimonti, Vice President, Government Services, American Presidents Line

## Breakout Session #2: Investment in the Global Transportation System in an Era of Limited Public Spending

- Mr. Noah Rifkin, Director of Technology Deployment, U.S. DOT
- Dr. Gregory K. Ingram, Administrator, Research Advisory Staff, World Bank
- Dr. Don Pickrell, Chief Economist, Volpe Center
- Dr. Elizabeth Pinkston, Economist, National Resources and Commerce Division, Congressional Budget Office

## Introduction

A number of significant driving forces—including demographic shifts, economic growth, continued urbanization, and the rapid proliferation of motor vehicles—are spurring continued growth in demand for transportation services across the globe. However, these demands are also occurring at a time when the world's stock of resources that can be devoted to transportation are limited, other compelling issues are diverting attention, and environmental concerns are often acting as a damper on the expansion of transportation infrastructure and operations.

Thus, one of the major issues for the next twenty-five years will be to assure that this growing demand for transportation services worldwide can be adequately met within the constraints imposed by resource limitations and competing priorities. This task will be rendered even more difficult by the realization that the global transportation system itself cannot be rationally planned: it is, in fact, the consequence of innumerable, usually uncoordinated and often incompletely planned decisions made daily by private and public individuals and organizations in every corner of the world.

## Driving Forces

It is estimated that the world's population could grow by as much as 3 billion people—from 5.5 billion to nearly 8.5 billion—by the year 2025, with the vast majority of that increase occurring in the developing world, particularly Africa and Asia. At the same time, the current trend toward urbanization will continue unabated, as the majority of this population migrates to the world's cities.



Mr. William B. Johnston, Executive Vice President, Burson-Marsteller

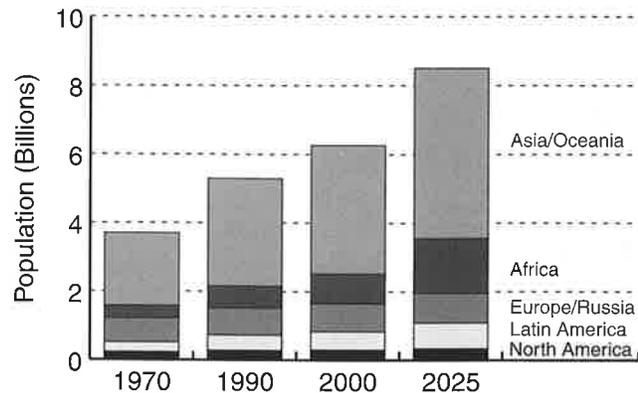
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*“If there’s a single phenomenon that’s shaping the world transportation environment, it is the emergence of the mega-city as the dominant location for people to live in the world.”*

**Mr. William Johnston**  
Executive Vice President  
Burson-Marsteller

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The biggest single consequence of this demographic growth will be the emergence of the ‘mega-city’ as the dominant site for the world’s population and the focal point for national life. By the year 2020 there could be dozens of these cities with 15-25 million people or more, scattered across the globe but especially in the



Source: *World Population Prospects 1990* United Nations

**Figure 1. World Population Projections**

developing world. They will dominate the service sectors of their national economies, which will make them key actors in the world economy as well.

As standards of living in these megacities improve, the middle and upper income groups will inevitably grow in both affluence and numbers. Along with these higher incomes will come a demand for a much higher level of transportation and travel services. One inevitable result will be an expansion in the world’s inventory of motor vehicles from about 650 million now to nearly 1.3 billion in 2020. And again, most of this increase will occur in the developing world.

The consequences of these trends, when taken together, are inevitable: increases in congestion, energy consumption—particularly of petroleum—and the accompanying levels of pollution. In an earlier time, these consequences could be handled through increased investment in infrastructure construction and the development of technologies to help mitigate these negative impacts. While these will still be important tools for managing this situation, there are new constraints on their effectiveness.

First, there is mounting evidence that a continually rising demand for transportation cannot be fully addressed by building new infrastructure. Eventually, a saturation level will be reached in which there is literally no more room for new roads in a region, and the existing roads cannot carry any additional traffic. Second, governments, especially in the developing world, are confronted with numerous demands for their limited resources. There are major concerns and unmet needs worldwide over the status of education, public health (clean water supplies, sanitation systems, vaccinations, disease control), housing, agricultural productivity, and economic development. Finally, any improvement to transportation has to be balanced against the perceived negative impacts of that activity on the environment.

This dynamic interaction of major global trends stimulating transportation demand with the inherent constraints to responding to them raises five major issues that decisionmakers must resolve. They are: travel and tourism; global freight transportation; energy efficiency and environmental quality; the application of information technologies; and investing and financing strategies.

### **Major Theme #1: Increased Travel and Tourism**

Few individuals realize the significance of travel and tourism to the world's economy. By some estimates, this may be the single biggest economic activity in the world today, comprising over one-tenth of the total global gross product. The economic well-being of many of the world's smaller nations in such regions as the Caribbean and the Pacific Ocean is dependent on a strong tourism industry. And as population and disposable income both grow, a dramatic increase in international passenger travel can be anticipated.

This trend will particularly stimulate the growth of air travel and the need for new and expanded airport facilities and associated



*Mr. Daniel Kasper, Chairman of the Transportation Industry Program, Coopers & Lybrand*

surface connections throughout the world. One estimate suggests that world airlines Revenue Passenger Miles (RPMs) will rise at an average of 5% annually over the next 25 years. This growth will be propelled by the expansion of affluent classes across the world with larger disposable incomes, and particularly by leisure travel.

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*"[A]s Pogo said, we have seen the enemy and it is us. We can do it. The resources are there. The demand is there ... at the moment, the biggest problem we have is the ability of our institutions to do that."*

**Mr. Daniel Kasper**  
*Coopers & Lybrand*

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One consequence of this growing demand will be a doubling of the world civil aviation fleet from 10,000 now to about 20,000 in 2020. Although the average size of these aircraft may grow about 10% to about 220 seats, extra

large aircraft are unlikely. There may be new supersonic and hypersonic aircraft, however, in response to high demand in longer routes such as Europe-Asia and North America-Asia. Fortunately, both the demand and the resources will probably exist to build and modernize the air traffic control system and the aircraft inventory to meet these growing markets.

Yet, as has been previously pointed out, there are distinct economic, environmental, and other constraints that will have to be managed if this demand is to be met adequately. For example, expanding airports and ground access connections to them may facilitate greater numbers of tourists while ironically degrading the attractiveness of the destination. Significant international cooperation will be required to standardize and harmonize more effective air traffic control and airport procedures on a global scale.

## **Major Theme #2: Global Freight Transportation**

Demographic and economic growth will also have a stimulatory impact on the demand for finished goods, which will expand the demand for freight transportation services worldwide. The shift of manufacturing sites to the developing world, as well as the increasing 'outsourcing' of component and parts production, will also necessitate increased freight movements during the manufacturing process itself. Manufacturing strategies such as just-in-time, which is increasingly becoming an industry standard, can also place new strains on the transportation system by increasing truck traffic in the vicinity of a factory.

This growing demand for components and finished goods will require a renewed emphasis on the state of the freight system, with particular focus on seaports, railroads, and intermodal terminals and facilities. Fortunately, the freight sector is already well on the way to achieving the capacity for seamless, global goods movements.



*Mr. Eugene Pentimonti, Vice President, American Presidents Line*

Over the past twenty years, as containerization and intermodalism increasingly replaced the old break-bulk practices, both equipment and procedures have been evolving. Much of the progress in this area has relied heavily on

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*"But when we studied it, it became clear that the real value of information technology in our enterprise is what it does to allow you to meet your customers' global logistics demands."*

**Mr. Eugene Pentimonti**  
*Vice President  
American Presidents Line*

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information technologies. Shippers now work closely with customers, often even sharing personnel, to plan integrated origin-to-destination shipments on tight schedules. Electronic

Data Interchange (EDI) connections; tracking individual containers in real-time via bar code readers, automatic equipment identification (AEI), and even Global Positioning System (GPS) transponders; and allowing customers to access this data in real time to locate their own shipments are all becoming common practice. The Internet could be even more extensively used as an alternative to private dial-up links to allow customers to do even more of their own self-booking and self-checking.

There are obstacles to the further evolution of these capabilities, however. The cost for installing systems such as these is high. Data and communications standards must be harmonized across the industry. Different countries may restrict access to their national telecommunications systems. In all of these areas there is room for the public sector to assist. The quality of the solution, in fact, depends on all participants giving a full commitment to the effort.

When combined with the travel and tourism trends already discussed, local decisionmakers will need to respond to growing demands for both passenger and freight services. Thus, the entire transportation system—including all modes and the connections between them, both locally and internationally—will have to be considered in any major decision. However, many local planners and decisionmakers are not well-versed in either the significance of freight transportation to their region's economic well-being, or to the particular infrastructure and operational needs of that activity. Thus, there is much that both sides can do to inform and educate each other for their mutual benefit.

### **Major Theme #3: Energy Efficiency and Environmental Quality**

As the demand for transportation services rises, it is estimated that the world demand for petroleum—by far the primary fuel source for transportation—could double to as much as 150 million barrels per day. Even if this level

of output could be maintained indefinitely, which itself is a subject of controversy, this reliance on a vital natural resource concentrated in only a few nations leads to significant political and economic risks. Critical fuel supplies to a nation could be disrupted over the short or long term, for example, by local conflicts, natural disasters, economic downturns, or conscious political decisions.

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*“What will a sustainable transport system look like? It's necessary to improve operating performance, and I think the way we need to do that is to challenge the boundary between the public and private sectors.”*

**Dr. Anthony Pellegrini**  
*Director of Transportation,  
Water and Urban Development Department, World Bank*

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In addition to concern over energy supplies, the emissions caused by petroleum consumption contribute to both human health problems, particularly in urban areas, and the possibility of global climate changes. And as cities continue to grow and motor vehicles proliferate, the resulting increase in transportation activity places nearly unsustainable pressures on land use, traffic congestion, and air and water quality. If effective responses to these pressures are not found, the economic health of a region could be impaired to the point where productivity and living standards may actually decline. If this occurs, either the megacities projected for the future will be unable to emerge, or they will become places of poverty, social tension, and economic stagnation instead of the dynamic economic drivers and national centers that are envisioned.

Given these concerns, there is justification for pursuing methods of both reducing the pollution associated with petroleum consumption, and finding a substitute source of transporta-



Mr. Michael P. Huerta, U.S. DOT Associate Deputy Secretary and Director of the Office of Intermodalism

tion energy. Included in this debate is also the issue of devising and implementing strategies for managing the demand for transportation services throughout the world in order to manage petroleum usage, including devising means for users to pay more of the full cost of their transportation choices.

One new concept that is increasingly used to frame thinking about this issue is that of sustainable development or sustainable transportation. In general terms, sustainability refers to the ability to meet the basic needs of the current generation without compromising the ability of future generations to meet their needs. There are at least three dimensions to this approach. First, environmental goals such as maintaining bio-diversity, habitats, and natural resources, as well as avoiding pollution, must be included. Second, the approach must incorporate social values such as participation, fairness, and equity for the broadest number of people. Third, the approach must be economically affordable. It may not always be possible to harmonize all three of these goals; in fact, as one speaker commented, "sustainability requires a balance."

## Major Theme #4: The Application of Information Technology to Transportation

In a recent report, the Interagency Coordinating Committee on Transportation Research and Development of the National Science and Technology Council (NSTC) established four broad priority areas for transportation R&D. The *physical infrastructure* defines the structure of the system itself. It includes roads, bridges, rail and transit systems, airports, seaports, waterways, pipelines, and terminals. The *vehicles* category covers the units which operate on this physical infrastructure, such as highway, rail and waterborne vehicles, aircraft, and spacecraft. *Transportation system design, planning, management, and operations* captures the overall systems-level considerations of how well transportation is functioning, and incorporates such areas as system assessment, human factors, and human performance. Finally, the category of *information infrastructure* refers to operational control and management systems such as air traffic control, vessel tracking, rail signal and control, weather information collection and dissemination, and highway signaling and traffic monitoring. It also includes the use of information and communications technologies to meet demands that previously could only be satisfied by the transportation system. Telecommuting and tele-conferencing are familiar examples. This replacement of transportation services by information-based services has been termed *tele-substitution*.

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*"Here we are in the middle of the information age and we're still moving around a lot. What's going on?"*

**Mr. John Niles**  
President  
Global Telematics

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(l. to r.) Mr. John Niles, President, Global Telematics, Mr. Jack Kay, Chief Executive Officer, JHK Associates and Chairman of the Board, ITS America, and Mr. Eugene Pentimonti, Vice President, American Presidents Line

The number of persons in a position to use and benefit from these services is large, and will continue to grow. The U.S. work-at-home population, defined as those working at home 1-2 days per week on average, grew from an estimated 2.2 million in 1988 to over 9 million in 1994. And since about one-half of the national work force consists of 'information workers' who could readily tele-commute, there is plenty of room for this total to grow further. In addition to working at home, telecommunications can substitute for transportation related to other services as well: shopping, education, health care, and banking, among others.

However, there is uncertainty over the specific impact of these trends on transportation demand. Even in the case of tele-substitution, some argue that the extensive use of telecommunications actually acts to stimulate additional demand for transportation. Will

tele-commuters compensate for their work-at-home routine by taking more vacations and more weekend social trips? Will the automobile they leave at home be used by other family members for new trips during the day? This phenomenon has been called *tele-stimulation*. It is quite possible that both tele-substitution and tele-stimulation will be occurring at the same time throughout society. Thus, predicting the specific impact of information and communications technologies on transportation demand is speculative at best.

The application of state-of-the-art information and communications technologies to transportation, as well as the indirect effect of these technologies on the demand for transportation services themselves, have both increased sharply in recent years, and promise to continue exerting a profound effect in the future. In fact, information technologies will be a crucial tool in meeting the growing demand

predicted for transportation services. One excellent example of this trend is the *Intelligent Transportation System*, or *ITS*, program.

The ITS program arose in the late 1980s out of an awareness that parallel advances in such fields as electronics, communications, control, and information processing technologies offered a unique opportunity to make profound improvements in the nation's surface transportation system. The ITS program seeks to apply these technologies in a manner that will enable the public to use the nation's surface transportation infrastructure and energy resources to help achieve multiple goals simultaneously, including: improved safety, increased efficiency of transportation operations, reduced environmental and energy impacts of transportation activities, increased economic productivity, and better mobility for transportation users.

ITS, if properly designed and implemented, will significantly mitigate transportation problems in congested urban areas. It will also facilitate the flow of freight on the nation's highways. Incident management applications will play an important role in mitigating congestion by helping to clear accidents quickly from roadways. Freeway and corridor management and region-wide coordinated traffic signal controls will facilitate the flow of vehicles. Crash avoidance applications will reduce the number of accidents. Tolls, fees, and transit fares will be collected electronically. Congestion pricing will enable the application of peak-time pricing to driving.

It is estimated that full implementation of ITS services nationwide will cost about \$210 billion over the next twenty-five to thirty years. Of that amount, \$170 billion will come from vehicle buyers who choose to pay for on-board electronics. The remaining \$40 billion represents the public investment in infrastructure.

There are some potential threats to the successful deployment of ITS. In the words of one participant, "stagnation by investigation" may occur if we focus too much on studying ITS instead of developing and deploying its

most beneficial aspects. Standards are still undeveloped, but that process is underway. There is also foreign competition with substantial public and private support in Japan and Europe. Finally, many state and local officials are not yet informed about ITS or enthusiastic about its potential.

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*"U.S. industry can and should be a significant player in the implementation and development of ITS, not only in the United States, but worldwide."*

**Mr. Jack Kay**  
CEO  
JHK Associates

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There are also a number of actions that DOT and others can take now to stimulate ITS. It should go ahead and deploy the 'core infrastructure' elements of ITS in key metropolitan areas so that the benefits can be proven in real applications. Public-private partnerships can help the U.S. to leap-frog foreign initiatives by looking at the next generation of research opportunities. Above all, it is the right time and the right place for ITS—there is a need to ease congestion and promote more efficient transportation, the technological opportunities are there to do so, and the cost is reasonable.

In applying ITS and other technological advances to transportation, much reliance will be placed on the *National Information Infrastructure*, or *NII*. The NII is a broad effort involving the Federal, state, and local governments; business; labor; academic community; and individuals aimed at increasing the capacity and effectiveness of the nation's many means of communications, including the transmission of voice, data, video, and images. This activity is, therefore, deeply involved in applying new communications and information technologies—including both hardware and software—to this goal. A key aspect of this

Transportation Infrastructure	Telecommunications Infrastructure
Big and heavy	Small and light
Expensive	Cheap
Publicly funded	Privately funded
Changes slowly	Changes rapidly
Fills quickly	Usually has unused capacity
Much peak congestion	Some peak congestion
Air pollution	No air pollution
Not priced by time of day	Prices by time of day
Familiar and easy to use	New and harder to use

Figure 2. Differences Between Transportation and Telecommunications Infrastructures

effort is to expand access to these capabilities to as many Americans as possible.

As can be imagined, many elements of the NII are directly relevant to the provision of transportation services. For example, the NII provides the ability to develop and distribute airline, bus, rail, and transit schedules and fare information; conduct highway traffic monitoring and weather reporting; maintain and update databases on freight movements, including routes and shipment locations; and store and analyze information about traffic flows, patterns, and volumes in order to plan improvements to the system. Information and communications technologies are becoming so vital to transportation that there is already discussion of the concept of a *Transportation Information Infrastructure*, or *TII*, as defining the point at which the NII and the transportation system effectively interlink.

There are a number of significant differences between the traditional transportation and telecommunications infrastructures, however. These differences are worth considering when thinking about how these two activities will merge.

It is also important to keep in mind that neither the NII nor the national transportation system are unitary entities. The public sector, including the Federal Government and the Department of Transportation itself, does have an important role to play in both enterprises. However, neither system is either primarily managed or operated by the Government. In the case of ITS, for example, the Federal Government can play an important role by focusing on designing a truly compatible nationwide system, as well as facilitating and encouraging the development and deployment of effective improvements. The Government also continues its historic emphasis on the safety of transportation activities, including ITS. Most of the actual effort expended on individual ITS components and services, however, must come from individuals, the private sector, and state and local government agencies.

## Major Theme #5: Investment Trends and Financing Mechanisms

One of the major responsibilities of national governments around the world is to assure that vital infrastructure elements necessary to sustain a modern society and economy—such as transportation, communications, utilities, water and sanitary systems, housing, and education—are effectively constructed, maintained and operated. Significant needs for these services still exist today. Nearly 1 billion of the world's population lack access to safe drinking water, 1.7 billion lack modern sanitary services, and nearly 2 billion lack electricity.

Although the roles of the public and private sectors may vary widely from nation to nation, few governments can ignore their responsibilities in these areas. At first, countries tend to concentrate this investment in areas such as water and transportation. However, as countries grow richer, they tend to shift the focus of this investment toward electricity and telecommunications. Although the developed world may have a larger accumulated stock of this economic infrastructure, developing countries devote a substantial proportion of their available resources to this area—typically 4% of Gross Domestic Product, or 40-60% of public investment expenditures. This amounts to about \$200 billion annually. Less than 10% of this, or about \$15 billion, comes from private sources, with the remainder from traditional public sources or developmental aid. And the lowest proportion of private funding was in transportation.

Due to its high initial cost and the large number of users, most countries have viewed transportation infrastructure as a government responsibility. However, there has been a trend recently in both developed and developing economies to stimulate greater private sector involvement in financing infrastructure projects, including transportation. In fact, the proportion of private versus public capital flowing from developed to developing coun-

tries over the past ten years has increased from about one-third to over one-half of the total. This is particularly evident in some of the larger and more advanced nations such as China, India, and Indonesia.

### The U.S. Transportation Infrastructure

- Highways and roads: 4,000,000+ miles
- Bridges: 575,000+
- Airports: 670 certified, 50 large hubs
- Intercity rail: 240,000+ miles
- Urban rapid rail: 11,000+ miles
- Petroleum and natural gas pipelines: 190,000+ miles
- Navigable inland waterways and canals: 26,000+ miles

Figure 3. U.S. Transportation Infrastructure

In the United States, the existing transportation infrastructure has been estimated to be worth about \$2.4 trillion. Each year an additional \$120 billion is spent on maintaining this investment. There is disagreement, however, over whether this level of investment is sufficient to fulfill the real need. A number of recent studies, in fact, have suggested increasing this level of investment, in some cases substantially. These studies have also recommended measures that would encourage the flow of private sector capital to this sector. This view was embodied in the President's Executive Order 12893 of January 26, 1994, "Principles for Federal Infrastructure Investment," which called for both cost-benefit studies to prioritize investments and increased private sector participation.

Each major category of transportation infrastructure has its own traditional funding source. For example, railroads typically finance their own infrastructure needs privately; Federal and state fuel taxes fund

major highways; local property taxes maintain and build local streets; and taxes and passenger fees finance the aviation infrastructure. In addition, state and local governments issue tax-exempt bonds as a revenue source for highway and airport construction.

In addition to these sources, there have been numerous suggestions both in the U.S. and overseas to expand the use of toll roads and bridges and other financing devices to fund these infrastructure elements. A spectrum of public and private sector involvement has been seen, from strictly public projects to granting concessions to private operators, including various mechanisms such as build-operate-transfer (B-O-T) and build-transfer-operate (B-T-O). Other innovative concepts currently under consideration include establishing public Infrastructure Banks to borrow, lend, and insure loans and organize the sale of securities; increasing the range of tax-exempt investments; expanding the imposition of user charges to a wider range of transportation services; and innovative public-private partnerships.

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*“And what we see in developing countries is a tremendous number of policy experiments as new roles are being fashioned for the public and private sectors. We see public-private partnerships of a wide variety.”*

**Dr. Gregory Ingram**  
Research Advisory Staff  
World Bank

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In France, for example, road construction contracts include the responsibility to maintain that new road for the first ten years, which acts as an incentive to the contractor to use effective materials and methods. Argentina concessioned off its publicly-owned railroads in 1991 on a line-by-line basis. The result was a cut of \$800 million in government subsidies

each year with no increased costs to customers, along with service and productivity improvements. Some African countries have established local boards of road users to decide how best to use gas tax revenues to maintain and improve the road system.

Even given these new ideas for expanding transportation investment, significant problems exist. Poor infrastructure maintenance, especially of roads, can be a major obstacle to economic growth in developing countries. The World Bank estimates that \$45 billion worth of roads have been lost in the past 20 years due to inadequate maintenance. The new nation of Kazakhstan, for example, once a part of the Soviet Union, is losing an estimated 1,500 kilometers of roads annually for this reason. Yet every dollar invested in maintenance saves about three dollars in re-building costs. In addition, the public sector should maintain an oversight role over transportation decisions in both the public and the private sectors that may adversely affect social groups and the poor by forcing resettlement, cutting jobs, or reducing access to transportation services.

Many economists agree that one of the most promising means of allocating resources fairly is to charge a full and fair price for a service. In the case of transportation, however, many forms of subsidy exist in both developed and developing countries. This means that individuals tend to use more of that service than they are paying for, which shifts some of that cost to others who are not using the service themselves. A more accurate pricing system may help to rectify this situation.

In the U.S., this approach could entail congestion pricing, charging heavy vehicles for their road damage, or taxing the pollution associated with motor vehicle use. Technologies such as electronic toll and fare collection and weigh-in-motion for commercial vehicles could facilitate the introduction of these practices. In the developing world, the World Bank recommends that governments establish a base price for gasoline at about \$3 per gallon. This represents about \$1 each to pay for: (a) the basic resource cost, (b) road maintenance

fees, and (c) the environmental impacts associated with using the fuel.

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*“One of the major challenges I think we face is, how can we replicate the price system in places where the market fails; that is, where there are externalities or there are other public goods characteristics, such as not being able easily to charge the users for services that they use?”*

**Dr. Elizabeth Pinkston**  
Economist  
Congressional Budget Office

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*Dr. Elizabeth Pinkston, National Resource and Commerce Division, Congressional Budget Office*

There can be significant opposition to the introduction of these pricing mechanisms. Many American drivers, for example, would

claim that their fuel tax payments are already sufficiently onerous, and they should not be charged additional tolls or fees for using roads, especially those that have already been built with public funds. High gas prices have traditionally been strongly opposed by users in most countries. Existing institutions would also have to reexamine their relationships with each other and their participation in the collection and distribution of transportation-related fees and revenues.

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*“The financial capital markets, particularly in the U.S., are extremely well organized, they’re highly diversified, and they operate with extraordinary efficiency . . . and these markets stand ready to capitalize on virtually any stream of revenue that can be generated by investments in public infrastructure.”*

**Dr. Don Pickrell**  
Chief Economist  
Volpe Center

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It is interesting to note that this focus by economists on fair pricing of transportation services based on increased user charges also corresponds with a movement to charge users the ‘full costs’ of the negative externalities associated with their transportation activities. These externalities are primarily seen as adverse environmental impacts on air and water quality, land use and human health, as well as depletion of energy reserves. In effect, both concepts would raise the cost of transportation to users; however, in one case the motive is to fund an expansion of the quality and quantity of infrastructure, and in the other case, the motive is to limit or control the demand for transportation services itself so that no additional infrastructure is needed.

# Contributions of the Emerging Global Transportation System to Environmental Pollution and Petroleum Consumption

## Plenary Panel

- Dr. Richard R. John, Director, Volpe Center
- Dr. Ralph Gakenheimer, Professor and Director of Special Programs for Urban and Regional Studies, Massachusetts Institute of Technology
- Dr. David L. Greene, Senior Research Staff Member, Oak Ridge National Laboratory, Center for Transportation Analysis
- Mr. James M. Hogarth, Manager of the Electric Transportation Development Department, Boston Edison

## Breakout Session #1: Urban Transportation Trends in the Developed and Developing World

- Mr. Robert A. Knisely, Deputy Director, Bureau of Transportation Statistics, U.S. DOT
- Dr. Daniel Brand, Vice President, Charles River Associates
- Ms. Nancy Rutledge Connery, Independent Consultant on Transportation and Urban Development
- Dr. Charles L. Wright, Transport Economist, Interamerican Development Bank

## Breakout Session #2: Outlook for Advanced Vehicle Technology and Reformulated/Alternative Fuels

- Mr. Richard F. Moorer, Associate Deputy Assistant Secretary for Transportation Technologies, Energy Efficiency and Renewable Energy, U.S. Department of Energy
- Dr. James J. MacKenzie, Senior Associate, Climate, Energy, and Pollution Program, World Resources Institute
- Mr. James D. Shields, Vice President, TASC System Integration Group
- Dr. W. Peter Teagan, Vice President, Arthur D. Little, Inc.

## Introduction

Worldwide, transportation is becoming the focus of concerns about fossil fuel consumption, global warming, and urban air quality. In particular, motor vehicles account for a third of the world's oil consumption and 14 percent of carbon dioxide emissions from the burning of fossil fuels. Cars, trucks, buses, and other vehicles are also major sources of carbon monoxide and of volatile organic compounds and nitrogen oxides-precursors of ozone and acid rain. Motor vehicles' share of oil consumption and emissions will undoubtedly increase as the world's population grows and becomes increasingly urbanized.

Over the next 30 years, the global population is projected to grow from the current 5.7 billion to almost 8.3 billion people. By far, most of this growth will be in the cities of the developing world. Together with economic development, growth in the world's urban areas has led to a dramatic increase in the number of motor vehicles over the past 25 years. In 1970, there were 246 million vehicles registered in the world, 44 percent of them in the United States. By 1992, the world had 614 million vehicles, two and a half times the number in 1970, with only 31 percent in this country. In fact, the global fleet has been growing linearly since 1970, with each year seeing an additional 16 million vehicles. Should this trend continue, there should be more than 1.1 billion vehicles in the world fleet by 2025.

As the world vehicle population has grown, so has oil consumption. For the most part, the world fleet runs on oil. According to the U.S. Department of Energy (DOE), consumption of oil has risen steadily since the mid-1980s, due primarily to the rapid expansion of transportation in the developing countries. In the United

States, transportation accounts for two-thirds of oil consumption; of this, more than one-half goes to fuel cars, vans, and light trucks. The DOE projects that U.S. oil consumption for transportation will continue to grow by 1.4 percent a year between now and 2010.

Along with growth in the use of oil has come growth in vehicle emissions. For example, according to MacKenzie and Walsh, between 1971 and 1987 vehicular emissions of carbon dioxide increased by 63 percent, at an average rate of 3 percent a year. U.S. emissions rose by 30 percent, and emissions from the remaining OECD countries (those in the Organization for Economic Cooperation and Development) increased by 70 percent. At the same time, carbon dioxide emissions from the non-OECD countries grew by 120 percent. Although its relative role has declined, the United States continues to be the largest single source of fossil-fuel-related carbon dioxide emissions, contributing approximately 38 percent more emissions than the world's second biggest emitter, the former Soviet Union.

### **Major Theme #1: The Increasing Demand for Oil**

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*"The world is consuming about 25 billion barrels of oil per year. It's finding about 8 billion barrels of oil per year ... The end is in view, and it's not a matter of centuries away."*

**Dr. James J. MacKenzie**  
Senior Associate  
World Resources Institute

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According to the DOE, world demand for oil may increase by 9 to 12 million barrels per day by 2000, with total demand reaching between 87 and 95 million barrels, compared

with current levels of 67 million barrels a day. To meet this demand, the Organization of Petroleum Exporting Countries (OPEC) is projected to increase oil production by about 21 million barrels a day by 2010. In contrast, the non-OPEC countries will increase production by less than 1 million barrels a day. The DOE projects that, by 2010, OPEC could account for more than half of the world's total oil supply.

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*"It's not a problem of running out of oil. It is a problem of who has this oil and the potential to exercise monopoly power that gives them."*

**Dr. David L. Greene**  
Senior Research Staff  
Oak Ridge National Laboratory

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Although session participants had mixed views about the abundance and longevity of the world's oil supply, they agreed that oil dependence is a serious problem for the United States—with hundreds of billions, if not trillions, of dollars at stake. According to one participant, U.S. imports of oil are within 1 percent of the all-time high, and will surely surpass that level as U.S. reserves continue to be used up and output declines.

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*"If you do an analysis of electric vehicles in Europe, they could look a lot better than here when they're competing against four and five dollar [a gallon] gas."*

**Dr. W. Peter Teagan**  
Vice President  
Arthur D. Little, Inc.

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Another issue raised was the likelihood of adopting alternative transportation fuels and

technologies, given the relative low cost and abundant supply of oil. One participant pointed out that part of the problem is that the price of oil doesn't reflect the true costs of its use. And several felt that oil prices are likely to increase by the end of the decade and continue increasing, making alternatives more acceptable. Finally, participants agreed that, for the United States at least, energy security alone is enough of a reason to pursue alternatives to oil.

## **Major Theme #2: Advanced Vehicle Technologies**

As petroleum use rises, so do greenhouse gas emissions. Among the countries of the developing world, carbon emissions from motor vehicles account for about 45 percent of the world growth in vehicle releases between 1971 and 1987. Nevertheless, the OECD still contributes about 69 percent of motor-vehicle carbon dioxide emissions, with the United States alone generating 38 percent. Although average carbon dioxide emissions per vehicle have fallen internationally (as a result of improved fuel efficiency), these gains have been overcome by increases in the number of vehicles and in miles driven.

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*"We have really seriously got to start moving toward another kind of power plant for vehicles . . . those are electric drive vehicles, with batteries charged in the vehicle or out of the vehicle, or hydrogen fuel cells, powered eventually by renewable energy sources."*

**Dr. James J. MacKenzie**  
Senior Associate  
World Resources Institute

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Most participants agreed that advanced vehicle technologies have tremendous poten-

tial for reducing motor vehicles' harmful environmental effects. One participant felt that only electric drive or hydrogen-powered vehicles can meet the United States' ultimate needs for zero carbon emissions and energy security. Another discussed the government-industry partnerships now under way in the United States, Japan, and Europe to develop a vehicle with significantly improved emissions characteristics and fuel economy, in particular the Clinton Administration's Partnership for a New Generation of Vehicles, or PNGV. To reduce emissions, the PNGV is looking at alternative propulsion technologies, primarily hybrid electric vehicles. The focus for improving fuel economy is on reducing overall vehicle weight by incorporating new materials. According to this participant, similar research is being conducted through government-industry programs in Europe and in Japan.

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*"The bottom line is that we, in the business, really want to develop many of these new technologies, but that there's almost a guarantee that if we're successful there could be major dislocations in other parts of our economic structure. What's really important is to understand what these might be and to plan for them ahead of time."*

**Dr. W. Peter Teagan**  
Vice President  
Arthur D. Little, Inc.

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Still another participant discussed the economic implications in the United States of a move to alternative vehicle fuels or technologies. He concluded that although advanced vehicle technologies would undoubtedly create new jobs and improve U.S. economic competitiveness, they would also lead to some major structural dislocations in the economy, particularly in the steel, petroleum, and transportation



(l. to r.) Mr. Richard F. Moorer, Associate Deputy Assistant Secretary for Transportation Technologies, Energy Efficiency, and Renewable Energy, U.S. Department of Energy, Dr. James J. MacKenzie, Senior Associate, World Resources Institute, Mr. James D. Shields, Vice President, TASC, and Dr. W. Peter Teagan, Vice President, Arthur D. Little, Inc.

service industries. One major potential problem is the cost of modifying or replacing the existing fuel infrastructure, including our huge pipeline system and the more than 207,000 retail fuel outlets. This participant estimated the cost of replacing these facilities at about \$31 billion a year. Nevertheless, most session participants felt that the environmental and energy benefits of new technologies will make their adoption inevitable, and that if U.S. industry fails to lead the way, the industry in Europe or Japan will.

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*"The momentum has been created . . . if we choose to stop, I don't think that they're going to."*

**Mr. James D. Shields**  
Vice President  
TASC System Integration Group

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### **Major Theme #3: Congestion in Megacities**

United Nations figures show that 45 percent of the world population currently are urban dwellers. By 2025, more than 60 percent of the projected 8.3 billion people in the world will be living in cities-many of them in megacities with populations of 10 million or more. By 2015 most of the largest cities will be in the developing world. After Tokyo, Bombay, Lagos, Shanghai, and Jakarta will lead the world in the number of inhabitants, each with populations of well over 20 million people.

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*"The important thing is not how many vehicles there are; it's how fast they grow."*

**Dr. Ralph Gakenheimer**  
Professor and Director of Special  
Programs for Urban and Regional Studies  
Massachusetts Institute of Technology

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Increased auto use has created a level of congestion in the world's cities that is believed

to cost billions of dollars. In the United States, for example, the cost of congestion in major metropolitan areas may exceed \$34 billion a year. Congestion on roadways in the developed and developing world is no longer a "peak period" phenomena; in many areas, congested conditions occur throughout the day. For instance, in Lagos, Nigeria, traffic jams often trail for several miles outside the central business district from morning until evening, and in Los Angeles, the average speed on major urban highways is rarely above 35 miles per hour over a 24-hour period.

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*"We need to do better economic analysis if we're going to understand the impacts of increasing motorization . . . this means better travel demand modeling and forecasting in the developing world."*

**Dr. Daniel Brand**  
Vice President  
Charles River Associates

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Several participants felt that congestion has become a far worse problem for cities in the less developed world than for industrialized cities. According to one participant, the primary reason is the rate at which developing regions are becoming "motorized." In China, for instance, the number of cars is doubling every two years, while in Korea, the car population increased 460 percent between 1983 and 1990. This participant also felt that congestion is viewed in the developing world as a far more serious problem than air pollution or fuel consumption.

Session participants identified a number of factors that help to explain the greater congestion problems experienced in less industrialized cities. One is the population densities of these cities, which are typically 10 to 20 times those of U.S. cities. Others are limited street space,

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*"There are people otherwise intelligent who believe that you can have widespread car ownership and get around with no congestion problem in a very densely populated city. It's not possible. With just a very small percentage of trips by car you will clog everything up. And there's no amount of investment in highway space within a 10- or 20-year period that will solve that problem."*

**Dr. Charles L Wright**  
Interamerican Development Bank

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changing patterns of land use, and inadequate traffic forecasting. But many of these factors, which limit motorization, also make alternatives to automobiles more attractive than they are in industrialized cities—particularly transit and non-motorized transportation. One participant pointed out that residents of cities in the

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*"The transportation community, the industry, has to push a lot harder to break out of the old modes and to think in more horizontal terms . . . we are not just solving transportation, but we're essentially enriching our communities."*

**Ms. Nancy Rutledge Connery**  
Independent Transportation Consultant

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less industrialized countries value quality public transportation and are willing to pay for it. Moreover, because these cities typically

have very high "activity densities" and mixed land use, many trips are accomplished by bicycle or foot. In fact, according to this participant, because of their unique characteristics, for many cities in the developing world, the only truly high-capacity modes, and the ones that make the most sense to invest in, are cycling, walking, and bus transit.

Many participants felt that the principal means for dealing with traffic congestion in the developing world will be some form of demand management. Other solutions include improved mass transit, better transportation and land use planning, and, lastly, construction of new infrastructure. One participant pointed out that transportation problems, such as congestion and pollution, are only part of a series of complex social and economic changes taking place in the world; such problems can not be addressed fully without addressing these larger global changes.

# Ensuring a Safe and Secure Global Transportation System

## Plenary Panel

- Mr. Ronald J. Madigan, Director of the Office of Systems Engineers, Volpe Center
- Dr. Leonard Evans, Principal Research Scientist, Automotive Safety and Health Research Department, General Motors Research Center
- Mr. John J. Sullivan, Corporate Vice President, Quality Management, ARINC
- Dr. Patricia Waller, Director, University of Michigan Transportation Research Institute

## Breakout Panel #1: Opportunities for Reducing Transportation Accidents and Fatalities

- Mr. Philip R. Recht, Deputy Administrator, National Highway Traffic Safety Administration
- Dr. Arnold Barnett, Professor of Operations Research, Sloan School of Management, Massachusetts Institute of Technology
- Dr. Clayton Foushee, Vice President, Flight Operations, Northwest Airlines
- Dr. Robert Schumacher, Director of Automotive Electronics Development, Delco Electronics Corporation

## Breakout Panel #2: Enhancing Transportation Security

- Rear Admiral Paul E. Busick, U.S. Coast Guard, Director of the Office of Intelligence and Security, USDOT
- Dr. Stephen Cohn, Vice President, Network Security, Bolt, Beranek & Newman, Inc.
- Dr. Anthony Fainberg, Independent Consultant
- Mr. Richard F. Lally, Independent Consultant on Aviation Security

## Introduction

The safety and security of travelers is a major public concern and the principal responsibility of national and state transportation agencies. The measures taken by these bodies to achieve acceptable levels of safety affect not only users of the transportation system, but also the producers of transportation equipment and providers of transportation services. Dramatic increases in air travel and motor vehicle population will be a central theme of transportation-related changes around the world in coming decades, with safety and security a major concern.

While many safety issues are relatively specific to particular localities and situations, most of the primary transportation safety concerns in the U.S. are, to a large degree, global in their relevance. The safety of surface transportation is very much dominated by deaths and injuries associated with the use of highway motor vehicles. In the more-industrial nations with relatively high vehicle populations, safety records are typically good by historical standards. However, even in those countries, the private motor vehicle still ranks as a major public health problem, with the situation likely to worsen as automobile populations grow and drivers age. In newly developing nations, widespread ownership of personal motor vehicles can be expected to bring with it a dramatic rise in road deaths; the developed world may have both strategies and technologies to offer that can minimize the high cost of expanding personal automotive mobility in these countries.

The inherently global nature of air travel, and the extreme sensitivity of the public to aviation accidents, necessitates international cooperation and effort. International factors are important in shaping the means by which safe

and secure air transportation is achieved in the U.S. as well as for U.S. citizens traveling abroad.

The security of travelers can be threatened by terrorist or other malicious actions regardless of means of transportation, but attention has generally focused on aviation. Regardless of mode and the typically very low level of actual risk, public perception and concern make improvement of transportation security a high priority for governments. The need for joint international efforts is especially critical in this sphere. However, it is a very challenging matter to provide a truly high level of security without seriously damaging the convenience and economics of the affected element of the transportation system.

### **Major Theme #1: A Global Perspective on Highway Safety**

Although passenger vehicle registrations in the U.S. continue to increase, such growth in the future is likely to be relatively modest—little greater than the rise in population. This is also true generally in Europe, though with a greater potential for future increase. However, in the developing world there is still the possibility, usually accompanied by a strong popular desire, for a dramatic increase in motor vehicle ownership and use.

Continued and even accelerated growth of passenger vehicle production and use will have many important consequences. Among them is the potential for a dramatic increase in deaths and injury, with the annual toll already estimated at greater than 500,000 fatalities worldwide. It is typically found that highway death rates per vehicle or per vehicle-mile are much higher for countries with relatively few automobiles per capita. As populations adapt to the use of personal motor vehicles, the greater exposure to risk tends to be compensated by improved roads, signage, laws, enforcement, and driver (and pedestrian) behavior.

It is also the case that, throughout the world, young male drivers prove to be the demographic group at the greatest risk for fatalities

and injuries as a result of motor vehicle accidents. Thus, traffic safety is going to continue as it is now to be primarily a problem associated with this group. A somewhat atypical but well-documented indication of the dynamics of introducing of large numbers of passenger cars into an already industrialized country is found in Japan.

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*“There are increasing international issues for both cars and aviation, particularly this issue of international harmonization . . . Mercedes Benz and now it appears General Motors are going into China to open plants. And the question becomes what standards will China and other emerging economies adopt to insure safety, but at the same time make sure that the vehicles that are built in these countries . . . are affordable.”*

**Mr. Philip R. Recht**  
Deputy Administrator  
National Highway Traffic Safety Administration

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Among nations, the United States has had the longest and most intense involvement with the private motor vehicle. Recent data indicate that the U.S. has more than one registered passenger vehicle per licensed driver, with almost 600 cars per 1000 population. Automobile registrations in the U.S. have grown more rapidly than population, and vehicle-miles-traveled (VMT) have increased faster still—four-fold since 1950, with no clear sign of slackening. In that same time period, the number of highway fatalities per passenger mile has declined by more than two-thirds. Many factors have contributed to this accomplishment. Through both regulation and private-sector actions, automobiles have improved greatly in crashworthiness and other safety characteristics.

There is a relatively long tradition in the U.S., and most other countries, that state and national governments have an implicit responsibility to protect the citizenry against significant but not readily perceived hazards potentially associated with widely sold products. In the case of the passenger car, this basic principle has been extended to include assurance that private passenger vehicles meet well-founded stringent crashworthiness and other standards fully exploiting current technological understanding. Most of the advances in the safety of motor vehicles since that time have been at least stimulated, if not forced, by NHTSA regulations (and associated research) covering crashworthiness and other safety-relevant topics.

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*"If anybody in the world wanted to study traffic safety, that person would be well advised to look to the United States because we in the United States have been collecting data for a longer period of time than any other nation. We were motorized earlier. We have more experience in the field . . ."*

**Dr. Leonard Evans**  
Principal Research Scientist  
General Motors

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However, as modern life has grown more complex and public sensitivity to risks in everyday life has expanded, the resulting extensive network of governmental health and safety regulations has increasingly come under attack as being excessive and overly costly to the society. Thus, as the 'easy' motor vehicle improvements—such as restraint systems and basic advances in vehicle structures—were implemented, and as other requirements associated with fuel efficiency and environmental acceptability have been imposed on passenger cars, doubts have been expressed as to the

cost-effectiveness or even the legitimacy of further Federal regulations in this area.

The steady recent decline in fatality rate cannot disguise the fact that approximately 40,000 highway deaths and millions of injuries still occur each year, imposing an enormous toll in human suffering and direct and indirect costs. Further advances in highway safety will be hard-won. The most promising technological improvements have already been made and introduced into the fleet. The Interstate Highway System is essentially complete, and seat belt use has become relatively widespread. In spite of a strong public desire for higher levels of automobile safety, Americans typically are not enthusiastic about constraints that limit their choice in the vehicles they buy and the manner in which they use those vehicles. Additional pressures on passenger car design and use, arising from national concerns such as fuel efficiency and environmental quality, must be balanced with the vehicle weight or cost implications of improved crashworthiness.

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*"The demographic handwriting has been on the wall. Our population is growing and it's clear that with increasing age there is an increased likelihood of problems that are going to interfere with driving performance . . . the crash rate per mile driven begins to go up starting around age 55, and then increases at an accelerating rate..."*

**Dr. Patricia Waller**  
Director  
University of Michigan Transportation Research Institute

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The changing demographics of the U.S. population means that there are going to be no easy answers to meeting the transportation needs of the elderly. A comprehensive



(l. to r.) Dr. Patricia Waller, Director, University of Michigan Transportation Research Institute, Mr. John Sullivan, Corporate Vice President, ARINC, Mr. Ronald Madigan, Director of Systems Engineering, Volpe Center, Dr. Leonard Evans, Principal Research Scientist, General Motors Research Center.

program for older drivers should ideally incorporate three aspects: first, restricting the driving where necessary; second, facilitating the driving task for this population; and finally, improving the performance of older drivers.

Unfortunately, the existing human factors and human performance data based on the abilities of older drivers is incomplete. However,

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*“The real challenge, both to the transportation industry and to government, is to work together, develop partnerships, and in particular in enacting regulations and standards so that we can go ahead focusing on collision warning, intelligent cruise control, and ultimately what I’d like to call vehicle dynamic control.”*

**Dr. Robert Schumacher**  
Director, Automotive Electronics Development  
DELCO Electronics Corporation

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Dr. Robert Schumacher, Director, Automotive Electronics Development, DELCO Electronics Corporation

as was the case with improvement spurred by the Americans with Disabilities Act, measures which are taken to assist the elderly to meet their own transportation needs will probably assist many other population groups as well.

Collision avoidance features such as those found in the Intelligent Transportation Systems (ITS) program provide both an opportunity and a challenge to both industry and government to improve vehicle safety and reduce crashes. The real issues here is what are the specific technologies, how fast can they be rolled out on vehicles, can they be made reliable, and, in particular, how good do they have to be? There are also important questions to answer concerning the cost of these improvements, customer acceptance, the potential product liability risk to manufacturers, and the implementation of government standards and regulations.

## **Major Theme #2: Aviation Safety**

While worldwide air activity has increased, total fatalities have declined and both deaths per passenger mile and fatal accidents per aircraft mile for commercial air transport have been cut sharply. Moving at near supersonic speed six miles or more above the surface of the earth, and bringing a several-hundred thousand pound vehicle back to earth at more than 150 MPH in a wide range of weather conditions is inherently an extraordinarily demanding undertaking. There have been remarkable technical accomplishments and a strong commitment to safety found throughout the commercial aviation community.

Continued expansion in the demand for aviation is likely. For example, one major commercial aircraft manufacturer projects that the seat capacity in China will increase six-fold over the next 20 years. One out of every six new aircraft orders currently comes from China. The International Air Traffic Transport Association estimates that 50 percent of all international aviation traffic will be in Asia by the year 2010, and that aircraft movements to

and from Asia will increase by a factor of three.

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*“Safety and growth must remain in balance. And infrastructure and systems improvements are needed to keep safety in the balance as traffic grows. And often a country will decide to hold safety in balance by restricting growth and then they suffer the economic consequences. These restrictions are indeed in place in many areas of the world, but there are always economic pressures to increase that traffic, even if the infrastructure may not be ideal for safety.”*

**Mr. John J. Sullivan**  
Corporate Vice President  
ARINC

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The expansion in commercial aviation around the globe also brings with it the potential for growing concern over the safety of the system. Public perceptions about the risk of commercial travel depend substantially on the way those risks are presented to them. There can be a good debate about how one should measure air safety.

The detailed examinations that follow every major crash almost invariably find that the accident need not have happened: the human errors (in the air or on the ground), technological failures, and miscommunications or misunderstandings could have been avoided, or their consequences mitigated. Governments, air carriers, and manufacturers will continue to be under strong pressure in this regard for the foreseeable future. Improvements in aviation safety will probably be the

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*"The point is, that when the public rightly or wrongly does perceive a threat to safety, whether it's the type of aircraft . . . or a carrier . . . or an ambient threat like sabotage, it does seem that there is a bigger risk response in the marketplace. You're not dealing with passive individuals who believe solely in fate. Nor does it appear to be purely an American phenomenon."*

**Dr. Arnold Barnett**  
*Massachusetts Institute of Technology*

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*"I also agree that Secretary Peña's goal of zero accidents in the transportation system is a laudable one. It really doesn't matter very much whether it's an attainable goal or not, it is probably true that accidents will always happen, no matter how miraculous technology is. Nevertheless, simply striving for a zero accident system does in fact produce, I believe, remarkable results in making sure that all the participants in the system are dedicated to the ultimate safety. It is the gold standard that this profession is based on."*

**Dr. Clayton Foushee**  
*Northwest Airlines*

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*Dr. Arnold Barnett, Professor of Operations Research, Massachusetts Institute of Technology*



*Dr. Clayton Foushee, Vice President, Flight Operations, Northwest Airlines*

result of a mix of advances in standards, training, infrastructure, and aircraft systems themselves.

### **Major Theme #3: The Security of Our Global Aviation System**

Were safety concerns of the type just noted the only risk, the entire aviation community and the traveling public could rest more easily. Unfortunately, in the last few decades the threat of hijacking and deliberate sabotage has come to be a real and highly visible world concern. It is an enormous challenge to keep all weapons and explosive materials off a transport carrying several hundred people and their highly varied luggage. To do so without so lengthening and complicating the boarding process as to threaten the practicality and economic viability of air travel is even more difficult. When there is open concern over terrorism, such as during the Gulf War, international travel does decline. And airlines that are targeted by terrorism can see their business erode in the aftermath of an event.

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*"Is it really worth billions of dollars around the world in security systems to prevent this from occurring ... I think the answer is yes, because ... it has an effect on people's desire to travel and willingness to travel ... World commerce would certainly be disrupted. And I think what's most important is that these attacks are used to gain leverage over policies of major world powers, particularly the United States."*

**Dr. Anthony Fainberg**  
*Independent Consultant*

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Safety and security are both key elements in retaining the public's trust and confidence in public transportation or the nation's transportation network. The U.S. Department of Transportation has always had a really strong focus on safety. Recently, as events have progressed, the Department has begun to have a much stronger focus on security. Recent plots or actual attacks have been made against rail, subway, bus, and highway targets, both domestically and internationally.

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*"We've made a lot of progress in developing good basic procedures, but domestically most of what we have done in terms of increases in security relate to procedural issues, they don't relate to technology issues. And what we are on the verge of, I think, is the implementation of some technology issues, perhaps the most expensive of which is explosives detection systems . . . We need to explore some other technological approaches. We need to think about whether our model is the appropriate model or whether or not there are some better ways to go about it."*

**Rear Admiral Paul E. Busick**  
*U.S. Coast Guard*

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Since the U.S. Government has a responsibility to safeguard travelers throughout trips on all airlines and aircraft serving its cities, the problem is immediately global in scope, and requires international agreement and actions at air terminals throughout the world. At the same time, effective measures are almost invariably expensive to implement, increasing the burden on travelers, shippers, and opera-

tors, and posing additional obstacles to concerted and timely action. There is also concern over the quality of both the equipment and personnel currently assigned to this important task.

Harmony is lacking as national approaches to explosives detection technology evolve differently. The U.S. has chosen a conservative development course based on high technical standards, while Europeans are applying diverse technologies to reach early effectiveness. The troubled state of the world, and the apparent attractiveness of aviation to terrorist attack, make it likely that aviation security, as well as security in other modes of transportation, will be a major and expensive ongoing area of concern as the 21st century begins—possibly eclipsing traditional safety issues.

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*“There is no free lunch. You have to pay for what you get. And in the airline industry, I would suggest, without going into the airport improvement fund . . . a security surcharge.*

*It has value, it could be mandated by the government or it could be just approved by the government. It could be subject to government audit and accountability. And most of all, it can be adjusted to respond to the threat.”*

**Richard F. Lally**  
*Independent Aviation Security Consultant*

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Over the next 25 years, many of the mission-critical aspects of transportation operations will increasingly migrate to the National Information Infrastructure. This trend in itself has significant security implications. Just as transportation systems have been targeted in the past and will continue to be targeted, the NII will also have to get safer. Information

warfare, or info-war, is a serious concern across many aspects of both government and industry, primarily because the U.S. is so dependent on the efficiency and scope of its information infrastructure to leverage and improve its competitiveness. It will be necessary to incorporate sufficient security measures when developing this Transportation Information Infrastructure; including hardware, software, and human dimensions.

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*“So what should you do when thinking about transportation? Well, now it’s worthwhile thinking about what is your information security policy as you move in these directions . . . You’re going to have to expect to live with some level of vulnerability and an active threat and you have to manage some level of compromise.”*

**Dr. Stephen Cohn**  
*Vice President Network Security  
Bolt, Beranek & Newman, Inc.*

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